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REPORT TO

THE CONFERENCE OF MINISTERS RESPONSIBLE FOR HUMAN RESOURCES PLANNING DEVELOPMENT AND UTILIZATION

ON

THE PROGRESS, STATUS AND EFFECTIVNESS OF STAFF DEVELOPMENT TRAINING PROGRAMMES IN AFRICA

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I. Introduction

In anticipation of and as a response to the worsening socio-economic crisis, African Governments did, in the Lagos plan of Action (LPA) 1980, in Africa's Priority Programme for Economic Recovery (APPER) 1985; and subsequently in the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN-PAAERD) put a high premium on: (i) human resources' planning, development and utilization; and (ii) the development of machineries for managing the trilogy of human resources planning, training development, employment planning and utilisation audit functions. As a basis for laying a strong foundation in the sustained and detailed formulation of development strategies incorporated in LPA, APPER, UN-PAAERD, both LPA, the subsequent 1981 and 1984 sessions of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization to adopt certain measures: the most pertinent of which were a commitment to:

(i) the formulation and implementation of definitive human resources policies;

(ii) the review, reconstitution and establishment at all sectoral levels, of institutional machineries for effective management of the human resources' planning, development, employment planning and utilization audit functions;

(iii) systematic sectoral analysis and subsequent design and execution of tailor-made programmes for the development of human resources required for the priority sectors of national economies in the development process;

(iv) the training and placement of human resources' for managing the critical process; the personnel of which were to respectively man and operate the three sub-systems of manpower planning, training development and employment planning;

(v) a fresh review and identification of the nature and scope of human resources, the identification of the various programmes that enhance the qualitative aspect of human resource; and the development of indicators that would facilitate continuous surveillance of performance and an early intervention in the event of deficiencies.

In the development of the related strategy for the implementation of the above measures, the first Human Resources Ministers' conference adopted a number of project proposals in the area of developing institutional and staff capability for human resources' planning, training development, labour market management and employment planning, guidance and counselling and re-orientation of education and non-formal education for integrated development. For training and related staff development purposes, the projects were consolidated into one - Development of Institutional Machinery for Effective Policy Harmonisation and Programme Co-ordination in Human Resources Planning, Development and Utilization (1983). The second human resources Ministers' conference urged the refinement of indicators in all the human resources quality enhancement programmes for continued surveillance, monitoring and timely intervention in case of discrepancies.

In respect of its training development component; the areas of analysis were determined as training policies, institutional machineries for training development programmes management, policy harmonization and programmes co-ordination, reporting and accountability linkage relationships between the organization/ministry responsible for training, its key sectoral level and ministerial level agencies, its advisory committees and executing training institutions; training (needs) data and information requirements, staffing and funding requirements; and to these one could add, the nature, scope and average/spread of training development activities - i.e. urban as against rural areas, formal as against non-formal socio-economic activity centres, the related programmes' focus, responsiveness; and the required complementarity between training programmes' and their executing training institutions. The effort was to be part of an African strategy for Human Resources Development as well as for Human Development.

In the course of implementing the project there have emerged, yet unresolved conceptual problems as to the relationship between human development as against human resources' development, what constituted human resources and whether such resources were not the focus of training and staff development. Other issues relate to what programmes were for the development, continuous maintenance and protection from impairment of what resources; and the location and organizational structure of the training development's management, administrative, executing and their respective advisory functions. Other issues relate to the manner of recruitment and deployment of the related staff: i.e. whether they should be centralized or decentralized. Whatever the case, there remains the issue of to whom staff development personnel report and or accountable. This report will attempt to put forward some conceptual framework in this regard for consideration.

Given the foregoing issues which have beclouded the required singleness of purpose in redesigning and developing programmes responsive to each of the human resources; and in re-orienting the training development function, this report is to: (i) stimulate a fresh look at the nature and scope of human resources, the relationship between human development and human resources development; and thereby determine the focus and spread of the training development function; (ii) facilitate an examination of the programmes that have been used in the analysis and identification, in the development and application, in the maintenance and protection from impairment of the respective human resources. This way, the nature and scope of the task that lay before training development will be indicated.

In reviewing the training development's status, the paper is to highlight a range of changes that have taken place, will derive lessons of experience and thereafter indicate the required training policy measures, the organizational and staffing arrangements, communication, reporting and accountability linkage relationships between and among the various units managing training development programmes' administrative, executing and advisory functions: it will also discuss alternative funding arrangements and programmes; and finally, it will examine required certification and accreditation arrangements. In each of the foregoing, efforts and experiences will be cited wherever possible; and therefrom a conceptual framework to constitute a growing body of knowledge about, and for use in, training development will be provided albeit interspersed throughout the presentation.

II. The Nature, Scope and Spread of Human Resources

The analysis and determination of the nature, scope and spread of human resources, and therefore the focus and coverage of training development, must first be preceded by a distinction between the notion of human development on one hand, and of human resources development on the other. Through this distinction a sharper focus of the various designs, activities and experiences that are required in training for human and its related resources' development will be developed.

Human development connotes the development of individuals as a social human entity. It focusses both on the psychological, physical and material welbeing coupled with emotional and social stability and maturity considerations. Hence the pre-occupied with material concerns and the protection of human rights and respect for human dignity. Seeking to enhance an individual's autonomy in relation to the external environment, human development seeks to promote individual capability for direct participation in influencing the making of decisions affecting his life, it seeks to avoid putting one in situations where things are done and decisions made for. The human development is thus concerned with the attainment of freedom, social justice, social cohesion, social integration and welfare. Whale endeavouring to ensure unhindered right to life, to the exercise of one's rights and enjoyment of freedom; and to the protection of one's dignity such that neither other individuals nor the state assumes the right to violate or take them over. Thus the right to live in peace without fear or sense of guilt, shame and disgrace are central in the human development consideration. Perhaps this is the basis for recent developments in sensitivity and human relations training, moral education, discipline and respect for self and others etc.

In contrast, human resources development connotes the development of human beings as an economic entity. This has instrumental consideration to it. It implies that human beings have innate resources which are the key instrument in enhancing his "instrumental" value and therefore critical in human development. These resources can and tend to be drawn on and used in self defence and income generation activities. In this regard human resources development envisions the enhancement of individual and national development. Through the development of these resources, the fulfilment of basic needs, the generation of both human, material and financial resources.

The success in human "resources" development not only strengthens the "instrumental" means to an end aspects of mankind but enhances his efficiency in mobilizing other resource factors of production, commercial transactions, service rendering; and of the design and delivery of programmes for human resources quality enhancement and ultimately human development.

Whereas, therefore human development can be regarded as enhancing the "end" state of human kind, human resources development can be said to enhance mans means - "instrumental" state. They both strengthen the human "capital" the related social and economic "value" dimension. Put to get people to appreciate and contribute to these ends, and therefore, enhance their economic developmental role is a function of: (i) maturation and growth of their inherent human resources; (ii) experience through an array of instructive, circumstances of peace and survival struggle; (iii) training development backed with; (iv) political and social action gaiolry and reinforcement of policy decisions and legislative action; and (v) taking advantage of physical

and mental wellbeing, prevailing peace and justice then translating strength and time into disciplined application to work. War or revolutionary activities tend to divert attention from these.

While physical, mental, intellectual growth and motivation is a function of natural process, it is nourished by nutritious food intake; and whereas experience is a function of exposure to an array of experiences, turning devastating experiences such as the Japanese, Germans, Koreans and Taiwanese had - into opportunities for economic take off is a function of discipline and determined application to hard work, coupled with a redesign of theoretical and practical -teaching learning - experiences nourished by: (i) defined performance discrepancies and needs that threaten the equilibrium of both the individual and centres of socio-economic activities, and by (ii) appropriate political policy and legislative decisions and actions backstopping. Continued instability and recurrence of famine and addictions of all sorts has undermined all these.

Against the contextual relationships now set, the following is an attempt to identify: (i) the nature, scope and spread of human resources; (ii) the related framework for their analysis and identification, development. application: and their maintenance and protection from impairment: (iii) an array of programmes for the provision of an opportunity and experiences for their development application, maintenance and protection from self, state or enterprise abuse; all as set out in the table annexed to this paper.

In determining the nature of human resources, one has to avoid the risk of imposing a singular view: in which case, it is most instructive to study man's action when placed in different situations. This way it will be clarified that there have been times in human, and subsequently his own resources' and national development when man has had to look around; and when he cannot get external resources, one has had to look inward for what there is in him that could be used to exploit what there is around him for his own protection and survival. Africa has to do this in time of scarcity and compromising conditionality attached to external assistance; and since she is left alone in the economic war-fare.

Cast in an island without anything else but the natural resources around him, Robinson Crusoe found himself as Africa is now, anxious about his own protection and survival. He must have looked around - as Africa must now do - and noted that there was nothing and nobody else to rely on but himself in the fulfilment of the primary functions of self-protection and survival. Such a primary resource for the fulfilment of the primary function of survival and protection is none other than the physical, emotional and mental wellbeing resources. 1/ With these, he dug the ground for tubers, he climbed trees for fruits, he hunted and killed animals for meat, and he cultivated land to develop stocks of food in fulfilment of the primary function of feeding and materials development. There may have been occassions when he was confronted with hostile

1/ Though Africa's quality threatened with famine, unemployment and indeed waste through civil wars.

climates and other adversaries. using the same resource he could construct shelters, run away, stand and confront the enemy. Nawadays equipped with the physical resources, disciplined individuals and patriotic fervour, men go to war against hostile climate by building armies or shelters in a more constructive sense, the physical resource is dominant in mining and textile industries.

The Robinson Crusoe and hostile islands still exist to day with Africa as a lone island and Africans as the lone Robinson Crusoe: consequently, the primary resource for fulfilling the primary functions of economic recovery and development need not therefore be overlooked. They are applied in labour intensive work situations, in mining for the most valued minerals - gold, in athletics and sports as means of income generation for some and for others for recreation; and indeed in ensuring personal and state security and the exploitation of the erroneous valued resources - minerals.

On the other hand, there are times when apart from and in addition to the physical - emotional - mental wellbeing, other resources are needed. These are times of economic crisis now manifest in scarcity of food and subsequent recurrence of famine conditions, scarcity of financial and material resources precipitating heavy borrowing and its resultant heavy debts and balance of payment deficits,under-utilized industrial capacities, and the resulting decline in productivity, scarcity of goods and the resulting reliance on imported goods, commodity price decline/fluctuations,outflow of foreign exchange resources; and the attendant external orientation for assistance and survival. From such war torn, economic decline and defeat, and environment that is induced by man, many people and nations are known to reconstruct and attain the desired human development thereby attain achieving and prosperous nation states. When such nations have been asked about the basis of their miraculous recovery from the devastations of war, and shattered economies, etc. the answer has been one of sheer dependence on physical and mental wellbeing translated into disciplined application to transforming time and strength into hard work as the Japanese, the Germans, the South Koreans, the Taiwanese etc. have demonstrated. Propelled by the instinctive basic needs satisfaction and achievement motivation drive (for survival) - as the founding fathers of the present USA and Australia had to do - they have generated sufficient financial and material resources that put them on the socio-economic up-turn path through their hard work resource.

Under the present circumstances of Africa's shattered economies, defeat in the export-import and consumption maximization gamesmanship, pricing and foreign exchange manipulation economic war games, Africa is urged to look inward and use what human resources there is in abundance - the physical-emotional-mental, hard work potential and the instinctive basic needs satisfaction and achievement motivation drive of its swelling populations for economic recovery. Thus hard work, the accompanying basic needs satisfaction and achievement motivation drive factors need not be underestimated as critical innate resources of people. But the socio-economic environment is a sophisticated one: so that it calls for other human resources in addition to the afore-mentioned three. Because the functions to be fulfilled are sophisticated and the economic war games are complex, neither physical-emotional - or mental, hard work or the instinctive basic needs satisfaction and achievement motivation drive would be sufficient, though necessary.

This in addition to knowledge, skills and technology resources have to be generated to a level of precision that can equip Africa for negotiating from a vantage point of strength and understanding in the export-import-consumption maximization, commodity price and foreign exchange manipulation economic war game: as continued dependence on others does lead to non-development of local knowledge, technology and skill resource.

In fact no amount of emotional appeals and reference to the "catastrophic" nature of the "human tragedy" or "plight" of Africa, or making political "demands" and engaging in political cajolry etc. has been adequate. One could list all and run out of the superlatives that bring out all emotions; yet Africa still remains the looser; be it in trade negotiations, loans negotiations, or donation appeals gamesmanship. Besides projecting an image of beggars, African dignity is at stake as the dependency syndrome bites even deeper with the move by centres of socio-economic activities from labour-physical attributes-intensive work to knowlege, and technology intensive mental exertion. In this case, the need for knowledge, skills and technology based human resources need not therefore be over-stated: for it is those who know and have the technological base that play the tune nowadays. Africa remains a looser.

Even if the aforementioned resources were available and recognised as inextricably inter-linked and complementary, one has to combine and use them in the right mix; otherwise clumsiness of action in relation to thoughts and feelings, or knowing and doing and vice-versa would prove very expensive. These have to be co-ordinated in addition to being released in the right quantity, intensity and at the right time. Experience in the observation of work situations, now shows that at the individual level, people do not work or learn by and with knowledge, skills and technology alone, they also apply their emotion and physical attributes in manipulating tools; and in a work gang situations they sing as a measure of deriving satisfaction from their work This way both the knowledge, skill and technology workers need the labour-physical attributes along with the emotion and feelings intensive workers. The right mixing and co-ordination of these is a function of the fifth human resource - managerial coupled with enterepreneurial resource. This is vital in organizing and co-ordinating the interaction of the five human resources, in developing them in an integrated coherent whole, in providing vision of what Africa will look like when it has recovered and sustaining its development in setting objectives for and standards of performance in evolving enabling environment; and in staffing and providing direction to organizations, on budgeting for and evaluating performance and interaction of human resources upon other material and financial resources. They all have to be harnessed and co-ordinated to operate towards a common end.

Given the inextricable nature and co-existence of the aforementioned human resources in an individual; and the tendency for the individual to call on them, the need for an integrated approach in their development would not only be in order, but a dire necessity.

Much as Africa is endowed with the physical-emotional-mental resources of its entire populations, disciplined application to work, the instinctive basic needs satisfaction and achievement motivation drive, it is not as much endowed with developed knowledge, skills, technology and managerial resources.

Subsequently a review of the human situation in the last decade shows that aside from the underdeveloped knowledge-skill-technology and managerial resources, the available resources are under threat from frequent spells of famine, unemployment and indeed raised expectations that remained unfulfilled; and hence the increased apathy, lethargy, poverty and subsequently undermining of basic needs satisfaction and achievement motivation drive. This has been to the extent of compromising individual and national dignity to external donors at national level, and to one's state at individual level. While individuals' human rights have been violated, individual exercise of independent decisions and action or freedom have been compromised to the state; and hence the increased indifference, apathy and subsequent dependency syndrome at individual level to the state, national level to external donors and at African level to the developed industrialized countries. To develop the resources and reverse the situation is a function of Training Development.

While the physical, mental and emotional wellbeing resource may serve as a point of reference in an individual's action, the basic needs satisfaction and achievement motivation drive resource act as a stimulant to and an engine for sustaining action in (i) translating the two resources to disciplined application and origination of; (ii) knowledge, skills and technology resource origination; and in (iii) disciplined application to the work resources; both of whose respective referencing, stimulation, application and origination require; (iv) the co-ordinating and integrative functions of the management resource; hence the inextricable and complementary nature of the human resources. To integrate and have them applied in unison and maximize complementarity and proficiency is a function of training development without which people tend to be clumsy at great financial, material and human efforts costs at work. To the extend that they are not developed to an integrated manner is indicative of the under-developed status of training development infrastructure.

Whatever states the aforementioned human resources are in, they are inherent in each and every citizen. They constitute, as experience and foregoing analysis and observation has shown, the available and innate resources of individuals for self defence, protection and generation of income, material and financial resources required for human's-humane, social and economic and instrumental entity aspects' development; and for the states' socio-economic development. They are as much an individual's as they are national assets as they are a measure of the wealth of nations (Frederick Harbison), and therefore most valuable capital (Alfred Marshal) for application in development effort. For nation states, the resources are available in the entire spectrum of their populations wherever they may be in whatever state as earlier on indicated; be they in able bodied or handicapped individuals, young or old women or men, etc. there must at least be one or more of the resources that is still available; and in whatever status - whether free or detained humans, in their own countries or refugees in search of or accorded sanctuary in foreign countries other than their own, they are to be developed for individual and national recovery given the decline in welfare and the socio-economic crisis. To the extent that some aspects are over looked, it is indicative of the limited scope and coverage of Training Development.

This report is of the view that it is at these resources as against clamouring for the unavailable financial and material - that the process of recovery and sustained development has to start and focus. Hence the crucial role of Training Development whose focus is now to be explained.

III. Focus and Spread of Training Development

The analysis and definitive identification of human resources, indication of their spread and scope in all segments of populations, in all centres of socio-economic activities; and indeed in rural and urban areas is indicative of the focus and spread of training development. Present observations indicates that some segments of populations - women, youth, refugees, due to retired or retired - aging and aged, etc. in rural and peri-urban areas; and indeed in traditional rural-urban periferv informal sectors' income generation activities have been, by and large, over-looked.

Of course, not all that have resources are capable of analysis and identification of their potentials; and rather would they be in a state of usability when identified. To get someone to engage in self analysis, assess and determine his/her own resources' potential, develop and apply them in the development of these resources; and for Africa to-day; to conduct the intricate trade and loans negotiations; appreciate the importance of hard work, the consequence of the resources self and state or enterprise abuse is a function of, in addition to political saivry, psychological guidance and counselling, social re-enforcement and experience, policy decisions and legislative action, training development; with the former constituting the pre-requisite enabling environment and background within and against which training development has to thrive. All these elements remain under developed thus undermining Training and (staff's) Human Resources Development.

Available data, information and experience indicates that that enabling environment and the training development culture is yet to develop; and hence the under developed state of human resources to day. But to understand the task that faces Training Development as applied to human resources development, Africa has to look beyond the notion of regarding knowledge and skills as the only focus of training development. Whichever way one is looking at, either from the human development angle, or from the human resources' development perspective, or either from the respective programmes in human development i.e. equity, and adequacy in accessibility to and distribution of the critical life sustaining and life enhancing facilities and programmes such as education, health, employment, housing, food, etc. and vital resources such as water and plus environments such as social cohession or freedom from anxiety, fear, and molestation etc.; or those in the status of performance is far from what is desirable.

To get training development to serve as a catalyst in the development of human resources and thus become instrumental in human development, in developing the resources required for managing and reversing or containing the crisis is an imperative that must not wait. This is because in these days of crisis, other nations which, by design, have induced and imposed a dependency syndrome on Africa may not be interested in providing the antidote to the dependency syndrome which now aflicts Africa. Such action would and is not in their interest. What is obvious are a variety of attempts to tend for themselves by using defence mechanism of foreign exchange and commodity price manipulations while at the same time accusing Africa of protectionism in trade, and while, on the other hand they are engaged in the same; they impose structural adjustment measures that in turn have plunges African nation states into even deeper crises, thus aggravating further the pains of dependency sysndrome.

To develop the technological base and the capability to effectively negotiate with the "helpers" the helpees, have to rely on training development to change their attitude. So does Africa need Training Development to restore the loss of self confidence and thereby masterminds, plan and manage the required change. This means training in inward looking for the identification and reliance on the available resources.

IV. Towards the Reconstitution and Restructuring Training Development

A more definitive appreciation of the moves to look inwards, identify and mastermind the development, application, maintenance and protectection of available resources from impairment can better be understood through the analysis of the significant yet instructive and impressive changes that have taken place in the last two decades. This can then serve as a corner stone for new direction in the reconstruction of the Training Development function.

The first such a change is the move from a situation where the individuals human and social considerations had been compromised to and ceded to the state to the extent that human rights violations have been common and manifest in maiming of individuals in the name enforcing religious laws and an increase in curtailment of freedom of speech. Africa has moved from a situation where individuals relied on themselves to a new situation where they rely on the state to provide and assist in the purchase, distribution and delivery of the essential life sustaining and life enhancing programmes and amenities such as food. On the other hand, it is moving to a situation where individual efforts, collective social action and indeed promises for the restoration of the right of individuals in having a say in the purchase and distribution of life straining and life enhancing programmes and amenities etc. are beginning to emerge. This move has been given momentum when nations states records in the protection of human rights, in non-curtailment of the individual right to dissent, in the involvement of the development effort beneficiaries in the vital decisions regarding the design, delivery and management essential social service programmes such as education, health, maternal and child welfare programmes, etc. are a condition to whether aid will be given or not.

To reverse the state of dependence and move to independence self reliance and from a level whereby individuals had compromised their rights, privileges to and indeed their lives to the mercy of the state, and indeed in protecting and valuing their own rights as of others is a function of first human resources' development through training, and second of human development through equity in: (i) the distribution of the essential life sustaining and life enhancing amenities; (ii) the protection of the individual from anxiety acts of indignity, and fear of curtailment of his rights.

The second change which is attitudinal is manifest in the change from regarding human resources as exclussive to knowledge, skills and technology to regarding human resources as also embracing (ii) physical and mental attributes' welbeing, maturity and the inherent/resultant stamina: (iii) basic needs satsifaction and achievement motivation drive manifest in ambition and risk taking etc.; (iv) disciplined application to work and (v) management enterepreneurial propensity. All these then become the focus and object of training and staff development the critical treatment programme, elements of which are coherent in the table - annexed to this paper.

The attitudinal changes and the continuing search for a much more functional, tangible and definitive explanation of the nature and scope of human resources has also led to the second change which is manifest in the recognition that human resource is not only inherent in men, but also in women, not only in the adult prime labour force, but also in the youth - both boys and girls and in the retired and aging - both men and women; and indeed not only in able bodied individuals, but also in the handicapped: both whether they be in the rural or urban areas, whether they be in correctional or educational institutions, or whether they be refugees on the move, in rehabilitation centres or settled and at home in their own/host country surroundings: they all possess the human resources to be exploited and mobilized for their own survival and income generation; and subsequently national development. For this reason the need to assess, develop them, to provide opportunities for their application, protection from impairment etc. is not a point of contention now; and there lies the challenge to the focus, and clients of training development.

Given the aforementioned array and spread of human resources, training development has to be availed to them and designed in such a way thatit can (i) cater for all the human resources: (ii) cover and is built into all the programmes that are determinants of human resources quality; (iii) answer to needs of all - without exception - segments of humans; and (iv) cover all sectors of the economy with special efforts in repairing the damage inflicted during the long periods of neglect of the rural and urban perifery informal sectors.

To systematize the foregoing, the need is for a mechanism for (i) assessing and identifying the potential; (ii) developing training development programmes that not only answer to each of the human resources, but also answer to the needs in every human resources quality determinant programmes and sectors, etc.; (iii) providing an opportunity to apply and put to use the respective resources wherever they are spread; (iv) instituting human resources maintenance measures for keeping the resources in a state of good repair and of sustaining high performance levels and protecting them from abuse, waste and impairment the mechanism of which is contained in the annexed table; and from which a number of principles need to be stressed. First, is that training development is more than pre- and in service training for knowledge and skills acquisition; but is also for other resources. Second is the tripartite principle in the assessment and identification, the development the provision of opportunities for application, the protection from impairment and subsequent maintenance and audit accountability in the use of human resources in the sense that it involves the individual, the employer, and nation states. This is why nowadays, despite the economic hardships, parents and individuals are having to sacrifice much to pay the high fees for education and training, why they have to bargain to maximize the rental price for their human resources'; and indeed why they must desist from indulging in any life styles that impair the efficiency and proficiency of the resources upon which their own and their governments' economic survival has to depend. It explains why governments have had to provide for education and training, in pre- and in service institutions, provide health facilities and indeed, worry about the nation's food reserves or take drastic measures when faced with disasters of the Chernobyl and Bhopal scale; and above all, it explains why governments have

to set up and enforce occupational health, environmental degradation and pollution standards. This should also explain why progressive and less exploitative multinationals have had to set up and operate a variety of human resources management functions and related internal rules, regulations and indeed standards. They have not to go to length in arranging for all that is indicated on the table.

The third change relates to the change from taking human resources for granted and therefore marginalizing them in the development process; and to describing them as the most available - as against the scarce financial and material resource, "the mentor and custodian of socio-economic development (LPA), 1980); the subject and object of, the principal catalyst in, the ultimate beneficiary and consumer of; and indeed a point of reference in the evaluation of, socio-economic development. This change to making human resource planning, development and productive utilization the focal point in the overall socio-economic development strategy has precipitated the realization that deficiencies in human resources' equation and its planning, development, distributive allocation and productive use could be and is the cause, consequence, and victim of Africa's socio-economic crisis; and hence the cautious move towards recognising human resources development as the focus and centrepin in the development effort. For the reasons human resources has been singled out as one of the priority areas to which investments for recovery must be directed (UN-PAAERD 1986).

The fourth cluster of changes relate to the training development curriculum: the changes of which are manifest in the following:

(a) pre- and for a while - post independence nationalization of and changes in primary school curriculum to the extent that during the pre-independence period, vocational and technical subjects received equal treatment along with the purely academic subjects; and that having incorporated the vocational and technical fields in the school curriculum, the related teaching learning experiences were put to immediate use through say, the production of school food from the school farms, the making of bricks and the subsequent construction of school dormitories and classrooms, the making of school uniforms and furniture; and in some cases, the extension of good turn services to the community by some schools; both by the school and pupils'. This way, the schools inculcated the dignity of work, self reliance and social responsibility which, had it continued, Africa would be in a different situation as against the prevailing "hard work avoidance".

(b) The phasing out and, in some instances, marginalization of the vocational/technical subjects from the primary school curriculum while at the same-time introducing the vocational and technical secondary schools coupled with self help village polytechnics, youth brigades; and the introduction of technical teachers colleges;

(c) The re-introduction of vocational/technical curriculum in the primary school, coupled with: (i) the phasing out of secondary technical/vocational schools (as is the case now in Kenya) and (ii) restructuring of the vocational and technical trade schools - as in Kenya and Zambia - in some cases to accommodate what the

secondary vocational/technical schools did; and in some cases widening their cope- albeit altogether eliminating the alternative of anyone going to the University via the vocational/technical schools route.

(d) The redefinition and categorization of educational objectives in three domains of cognitive, affective and psychomotor skills; the redefinition and categorization of which reinforced the inextricate trinity in curriculum design, and the related instructional teaching-learning experiences development.

Over the post independence decade, Africa appears to have made, and managed, a complete turn around to the extent that by going back to and re-emphasizing (Kenya, Benin, Burkina Faso etc.) vocational and technical components at the primary school level, they are not only poised to lay a firm foundation for trainability capability development, but have in turn stimulated the need to follow the turn around with the following:

(a) Reconstituting the vocational/technical secondary schools thus ensure that through that track they can eventually lead to the much needed higher technical training and eventually feed into a university level institutes of technology which will need to be established.

(b) Ensuring that both the vocational and technical track at the primary and secondary schools served as a corner stone and catchment areas for those that are technologically oriented and inclined for entry into reorganized or reconstituted technical trade and technology institutions as in Zambia.

(c) Reconstituting the certification procedures so that (i) those entering the reconstituted technical/trades and technology training institutions after completing eight years of primary school can get technician/technologist certificates, while (ii) those entering them after vocational/technical secondary schools received a related diploma.

With further reviews and re-alignment, it should also be possible for either going straight from primary to secondary technical/vocational schools: or after detouring to the vocational/technical institutes successful certificate on and diploma certification, one could eventually link up at requisite university level and enter the related faculty or institutes/university of technology.

The fifth change to emerge relates to the move to make the human factor the focus and object of development, 1/ and hence the growing move for changing from export-import and consumption maximization development strategy to human resource development based development strategy. This review is of the view that the move needs to be given momentum: given the balance of

1/ The North-South Roundtable and the UNDP Development Study Programme Instanbul, Turkey 2-4 September 1985: Vide their proceedings published in Human Development - the Neglected Dimension: edited by Khadija Haq and Uner Kirder; North-South Roundtable, Islamabad, Pakistan, 1986.

payment deficits, the mounting debts and the everrising debt servicing costs, the mounting trade deficiets etc. all precipitated by the past African emport-import and consumption maximization development strategy. One cannot produce the goods and services to be traded in a situation where the human resources equation has not been balanced. As it is this equation that generates the scarce financial and material resources, generates more work and wealth and leads to nation states' self definition and extension; and one that generates more knowledge, skills and technology required in a competitive world; where everyone is trying to outdo the other, Training Development is required as an antidote against being outdone.

The sixth change involves a move from according more faith in the initial education and training; and subsequent training development functions of pre and in service training effort to the realization of the need for even greater effort in the human resources' maintenance function of retraining for injecting adaptability and flexibility, updating for emproving performance, enhancing efficiency and productivity, facilitating the transfer of technology be it from technical assistance personnel or from developed countries, for sustaining the level of proficiency thus attained; and for developing the capability and capacity to negotiate with transnationals. In this have emerged management development programmes such as mid-career executive development programmes, executive leadership programmes; and even self-development modules.

The human resources' maintenance function is not only undertaken in relation to knowledge, skills and technology on the one hand and management on the other but also in relation to physical and mental wellbeing, as in the recent pre-occupation with jogging, sports, visit to massage parlours etc. for the affluent on knowledge intensive and desk bound workers. Of growing recognition is the basic needs satisfaction and achievement motivation drive, and disciplined application to work to the extent that it is now realised that without work, the social and psychological consequences are as devastating as to boarder on self destruction. It is in this respect that many centres of socio-economic activity provide for physical and mental health services with fultime medical personnel and clinics; they have recreational facilities for sports and even encourage and maintain footbal, basket ball, tennis, boxing, etc. clubs. While many continuously undertake job classification, task analysis and redeployment exercises, others provide housing and education allowance, recognition and merit award.

In this context of tripartism in Training Development, employees forefeit part of their leisure time while employers forefeit part of their production time to enable employees to benefit from the human resources' maintenance activities. As for governments, in some cases, the revenue that would otherwise have accrued from the centres of socio-economic activity by way of taxes is often waived in the sense that costs related to such activities are tax deductible in some countries.

The seventh and most significant change related to funding agencies notably the World Bank. One has seen a change from the early support to vocationalization of school curriculum which led in some countries to the much welcome development of restructuring vocational and technical training and the introduction of vocational/technical secondary schools; to a period of unease and subsequent flury of studies on the cost-effectiveness of the venture; and nowadays, an outright retreat and even active discouragement (Education Policies for Sub-Saharan Africa 1986) of vocationalizing the school curricular.

This way, the trainability capability that was to have been developed at the primary and secondary school levels will be no more: and the seed money to have assisted in this aspect will no longer be available: thus training development is in for a hard start and on a shaky foundation.

Significant as the aforementioned changes have been they have failed far short of enabling the African region establish the technological base and preparedness for negotiating as equals with transnationals and for filling the technological education gaps. In order to ensure the development from the primary school curricular, through secondary and prestigeous institutes of technology or faculties of engineering or vocation related curriculum the need is for a technological culture: the development of which, at this point in time is a function of Training Development. For Training Development to meet the challenge, the need is for an internal structural adjustment relative to its curriculum, policy framework, organisational framework, staffing, communication, funding, programmes, institutions certification, and accreditation as succeed.

V. Emerging Trends, Issues and New Directions

(a) The Curriculum Foundation

As has been noted, the curriculum inherited from colonial times emphasized at primary school level and the trinity of instructional objectives (Cognitive, affective and psychomotor). Its structure related teaching-learning experiences in a way that provided for opportunities for immediate application of what was learned. The experiences provided ranged from rendering services and producing goods to constructing structures for the benefit of the school and or the community. Rather than follow this up with strengthening the same programme, at secondary school level, it was regretful that the psychomotor - technical and vocational curriculum component was phased out at the primary school, while introducing secondary technical school curriculum and related schools. Such schools, it is now realized did neither have primary school feeder curriculum nor the upper six secondary school institutions to which the secondary technical schools would have fed.

Even if the upper six, or higher vocation oriented or technical schools were to continue and fed into post independence technical secondary schools, there was no planned university level based technology programme of the Massachussets of California Institute of Technology type and prestige: this would have been a logical end of what has been set at pre-independence primary school vocational/technical curriculum. This being the case, gaps and dead ends existed to the extent that pupils with such inclinations were disillusioned immediately they got in. Furthermore, the subsequent setting up of secondary technical schools without the related primary schools technical/vocational curriculum foundation and the upper secondary technical schools gave subsequent pre-service and in service vocation oriented staff development programme a false if not guaranteeing it an expensive start - a start that was avoided or even experienced severe financial cuts in times of financial crises. Whatever existed then was and has come to have been an expensive experimentation with the present charge.

Even as some countries (Kenya, Tanzania, Benin, etc.) have restored the trinity of curriculum mix at the primary school level, the need is

for them to follow through with the establishment of (i) technical secondary programmes or tracks with the same curriculum mix and (ii) university based institutes of technology alongside reconstituted pre-service technical/vocational training institute with proper professional certificate and diploma level certification procedures and accrediting institutions: both of which can build the technological and trainability base required for minimizing costs in the staff development efforts of centres of socio-economic activity.

(b) Policy Framework

The role and importance of policies in clarifying management viewpoints and philosophies, in providing a framework within which administrative delegation of authority may be effected and controlled, in establishing limits and guidelines within which authorized persons may make administrative decisions and effect actions, in anticipating future conditions and situations and thereby incorporating into a policy, how such conditions and situations will be solved; and in fostering a favourable feeling of self-confidence in making management decisions, in encouraging self-reliance and improvement of executive performance in respect of training development has long been recognized. 1/ In the aforementioned regard, the absence of training and staff development policy is presently more felt than before.

To-day, where the management view points and philosophies on training and staff development are implicit, non-commital, half-hearted if not lacking, the training programmes' implementation have remained as sporadic as they lack complementarity. The framework for delegating and controlling training policy guidance administrative cluster, is not clear. Their executing and representative advisory arms are weak if not of recent origin. Besides, invariably the future in respect of training and staff development requirements is often unknown. Where unfavourable and disabling management climate prevail, training and staff development effort has remained at a linservice level; hence in times of financial squeeze training is the first victim of cuts. It remains as unco-ordinated as it has attracted many masters and interested parties who not only add to the chaos but want to use it as a reward and for securing allegiance. The staff there in see it as a dead end and one that offers no career pattern that will take them up the management line. Besides training development operates in an environment riddled with sturcutral imbalances.

While training and staff development efforts may be more explicit for those working in the formal, modern and urban areas, very little - if not none at all, exists for those engaged in the informal, traditional urban perifery and rural centres of socio-economic activity; and while greater resources in training are directed to knowledge workers, not much is often directed to the muscle and labour intensive workers who would as much need to develop their knowledge resource. While some corporations in centres of socio-economic activities may be and have been serious with systematically developing training, there remain many others who see it as an area of unnecessary cost outflow.

1/ Dick Carlson, OECD 1962.

Furthermore, while the public service may have taken training development seriously a greater portion of the private sector still soft-peddle to the extent of working to defeat the industrial training levy schemes.

Thus without the training policy that would serve as a wide-angle lens; and as a legitimate basis to enable one to zoom in at and apply sanctions' against those who have not undertaken the training of their staff as non-existent training development activities have not been as effective in the fulfilment of the training and staff development functions of facilitating the acquisition of critical job/vocation and profession related skills, of improving performance to the level of proficiency, of executing staff career plans, of converting the technocrats into managerial cadre and vice-versa, and of helping the muscle worker to build on and become knowledge workers, of making the labour force flexible, of facilitating the transfer of technological knowhow from the outside-developed world to the under developed world and from the urban, modern sector to the urban periferv and rural sectors. Hence the decline in productivity arising from the inflexibility and inability of the African labour force to keep pace with and abreast of the technological development pace has aggravated the rising structural unemployment and the slow pace of technological transfer coupled with the continued dependence on external technology and expertise syndrome.

The aforementioned training and staff development policy and managerial deficiencies have been a major factor in the prevailing socio-economic crises. Had it been anticipated by way of training policy, the related management viewpoints and philosophies, patterns and framework for delegation and control of authority, limits and guides for administrative decisions would have been put in place. To the extent that training policies are expected to establish the parameters for programmes co-ordination, their existence would perhaps, if not definitely, have led to better training programmes co-ordination. At least Africa would have learnt that the existing order, directives, and/or commands, procedures, and personnel circulars that are often alluded or obliquely referred to have not worked and therefore are not the policies that have been advocated since work was started in training development, right through the Lagos Plan of Action and the Final Act of Lagos which committed member States to the formulation of training policies.

Definitive African efforts in the required training and staff development policy analysis and formulation go as far back as 1974 during the Conference of Training Executive on Training Policies in Africa (Tangier 14-19 July 1974) - when CAFRAD assembled training executives and among other institutional presentations, ECA presented a paper - Human Resources Development Policies - Strategy and Conceptual Framework Considerations. The paper re-appraised the then existing practices in training administration and co-ordination, focussed on training policy origination and action strategies used in determining training policy actions. In addition, the paper went to define what a training policy was and indicated the scope and extent of training policies and the factors from which training policies originated, indicated the training policy focus, strategy options and the modalities for effecting policy, its development requirements and the basic plicy framework elements.

From then on, a series of (i) regional (The Second All-Africa Conference on Training Development, Dar-es-Salaam 2-13 May 1974); (ii) Sub-regional COMSEC/CIDA/ECA Sub-regional Training Programme for Trainers in Development Administration, Lusaka 12-27 August 1980; CPASC/ASCON 18 May - June 1984); and National Human Resources Management Systems Development Workshops Zambia and Uganda 5-15 April 1985; were conducted. A major feature of these events was training policy analysis and formulation. During the training development activities, attempts were made to develop draft national training policy statements - Uganda, Kenya, Zambia, Seychelles, The Gamia, Sierra-Leone, etc. The participating officials used the respective fora to review their draft statements prior to subjecting them to further back-home analysis and formulation.

The results of the aforementioned efforts have been far from satisfactory. Only a few countries (among which is Zimbabwe) have developed and ennunciated something that is close to a comprehensive and definitive training policy (vide Training Policy for the Public Service - August 1985). While many admit that "a well-defined training policy for government is not elaborated in any plicy document," because it is "amorphous in essence". Many retain a fragmentation of statements which are referred to as "policies". Those are "Policies" as against a "Policy" because such statements are often incorporated in Acts of Parliament in respect of each of the established in-service training facilities or in respect of a funding arrangement. Whereas therefore one would have been interested in one single document that integrates all these "policies" into a comprehensive policy in the like of US/'s Basic FPM INST. 21^ of the Federal Personnel Washington of September 6, 1974.one still gets isolated statement

Notwithstanding the fact that the role and importance of policies is acknowledged and its utility accepted, its analysis and formulation widely discussed to the extent of becoming a watchword in the corridors of lending institutions and borrowing governments, one is hard pres ed to find an explanation as to why no wide-spread actual policy analysis and formulation; and subsequent release has ever taken place to the scale of reference to and discussions about the need for training policies.

One can only hypothesize that there are unresolved conceptual problems relative to the nature, scope and elements of a policy, who initiates and formulates and makes a policy; whether it is the practitioner who, in the course of implementing programmes encounters new problems anticipates the problems, drafts the policy related measures on how they could have had to be resolved or whether it is the top level executive who draft the policy. Whatever the case, the techniques of policy analysis, formulation, the brinkmanship of securing the policy approval, and its timely release, reviewing them and updating them, and indeed how to identify the pay off from a successfully implemented policy are yet to be mastered by both. While it can be asserted that the policy and formulators are those involved in its implementation, there are others who argue that it is those who manage its implementation. Even where this has been so clarified, still no training policies have emerged. Given that it has been acknowledged that it is those who implement the policy i.e. the trainers and staff development officers then why haven't they come out with one? And if it is assumed that it is those who manage its implementation that do the analysis and formulation, then why haven't there been a comprehensive policy. The point is that be they the technical staff who

implement or the managerial staff who manage the processes of policy reviews, analysis, formulation and implementation or the legislators, and the beneficiaries of the related policy measures, they all have a role to play. The beneficiaries - to articulate discrepancies and new aspirations, the technocrates to crystalize the prevailing and anticipated discrepancies, thereafter initiate a review of existing policies, or analysis and formulation of new one's; and the top management/chief executives to enunciate and monitor the implementation of the related policies. While the legislators back the policies with appropriate legislative acts. As can be seen, bottom up up-bottom and lateral communication and dialogue need not be overstated.

The need for lateral and horizontal communication and dialogue in training development policy analysis and formulation is even more urgent when one considers training development policy to be a sub set of the overall human resources policy; and that such an overall human resource development policy is but an aggregative and consolidated set of the related human resources development policy elements derived from the policies of the programmes that constitute the critical factor inputs for enhancing the quality of human resources. Thus without definitive population, maternal and child welfare, education, employment, environmental, etc. policy elements, it has not been possible to develop a comprehensive human resource and indeed derive the training development policy. To open dialogue and reach all the legislators, chief executives who manage, the technical staff who engage in policy analysis, reviews and formulations; and the beneficiaries who serve as points of reference as regards the impact and related need for new direction in the problem that faces Africa to day. Even more difficult is to negotiate and reach a compromise thereby accommodate the often competing interests as required in any comprehensive training development policy. Hence the soft option of believing that training policies are amorphous and cannot be consolidated into one document. This is contrary to practices elsewhere. Yet Africa has to make a start.

(c) Organizational Framework

The relationship between a training development policy and the related organizational framework for its review, analysis, formulation enunciation and implementation is one of a chicken and egg. On the one hand, a training development policy would set the context by highlighting the importance of human resources and training development, defining the issues to which training development would address itself i.e. set objectives, incorporate the various policy provisions and related policy elements etc; and most important provide for an organizational/administrative framework for implementing the related policy. On the other hand, without the organizational framework and a mechanism for consultative cross-referring within and between the various administrative units, the required process of policy review, analysis formulation enunciation and implimentation is handicapped as is the case now. Given the prevailing lack of and weakness in training development policy, the related organizational framework for policy origination and implementation are as oak as they exist in fragmented and scattered units. This explains the a "bit in bits" existence of training development policy. The required complementarity in operation,

coherence of programmes, and indeed executive mutual reinforcement does not exist. The roles and functions as well as the enabling communication and reporting linkages among and between the scattered and independently operating units is as undefined as it is non-existent.

To introduce order in an otherwise free for all and disorderly situation the need for an organizational framework to exist alongside the related training development policy is to be overstated. For a start, there is need to acknowledge that for effective training development, one has to install the following: (i) the trilogy of functions n.e administrative central guidance management functions: for providing vision and managing the process of training development policy and programmes' reviews, analysis, formulation and implementation: (ii) the executive function of interpretation and implementation of the related policy and programmes, technical design and development of policies and programmes, and evaluation of the impact of such policies and programmes; and last but not unimportant,; (iii) the advisory function of ensuring that all the interests and pre-occupations in all the human and its "resources" development programmes, and all sectors of the economy are taken into account at the management and executive "decisions" and actions' levels: and that one has to have a comprehensive policy in which the organizational delineation of the various units roles and operational linkage relationships between the units at three functions levels is spelled out. (b) a devolution from the central guidance cluster within the training development division of the focal ministry of human rsources' planning development and utilization of the above mentioned administrative arrangements to be devolved and delegated to all other human resources consumer ministeries and centres of socio-economic activity of the executing functions to training institutions and the advisory functions to representative National Training Development and committees at ministerial and sectoral and sometimes at each occupations' and organizational levels.

The trilogy of organizational framework and their related functions better operates where the training development organizational trilogy operates in relation to that of the trilogy inherent in other subsystems, i.e. of the training development subsystem along with the manpower planning, labour management and employment planning subsystems. This reinforces the need for the training development subsystem to be seen as an integral component of the other subsystems; and the related training development policy to be seen as being derived from and serving as a basis for implementing the other subsystems policies and plans.

Where such a trilogy has to be fostered by bringing the first trilogy elements of government, the public and private sector human resources' consumer organizations and the individual possess of the human resources, and by building into the second trilogy, elements of the training development, manpower planning and labour management and employment planning subsystems; and all consolidated whthin the third trilogy of the organizational framework at administrative executive and advisory levels, the need for a clear definition of the functions, scheduling of the related activities and establishment of the necessary linkage reporting and accountability relationship is as imperative as it is long overdue. From the information available, there is not much that would suggest that the trilogy has been attained.

It was against this background that the human resources management systems development workshops were designed and operated; and it was within the training development components improvement context that the Human Resources Management;Instalment 3 of the Guidelines for an Institutional Machinery for Training and Career Development Subsystem, was developed and offered as a reference material.

Notwithstanding the guidelines and the various workshops that followed: (Lesotho, Zambia, and Uganda etc.) one of the workshop module addressed itself to organizational framework, in this regard, only a few countries have made a start (Botswana) in organizational analysis with a view to setting up an organizational framework to meet the criteria alluded to in the foregoing discussion. While some countries (Kenya, Tanzania, Zimbabwe and to some extent Nigeria) sought to set up such a machinery for the Civil Service requirements, others are yet to get going as their attention to the matter is overtaken by other priorities.

(d) Data and Information

The importance of data and related information in a development effort is well known. As regards training development it enables one to ensure programme relevance where such information relates to training needs; it ensures timely execution of staff career plans and schemes of service, where the information refers to promotional prospects and the grades to which a staff member has to be prepared. In some cases, it ensures easy access to available programmes and institutions, where staff members have to be place in time and on an array programmes and in different institutions.

To get the related information, the need is for scheduling the data collection exercises more so in relation to the data related to performance discrepancies rated in the staff performance reports, training needs as might be evident in new policy elements etc. It is advisable that these should coincide with the frequency in the preparation of training plans, i.e. annually or as often as any training programme is called for. The record in this area of data and information collection and systematization is far from satisfactory; and this might very well explain why some training officers are unable to justify or defend their training plans and programmes.

(e) Staffing the Training Development Function

Built from the inadequancies in policy and organizational framework,the situation in respect of Training Development staff has not been any better. A review of all the practices and experiences indicates a paucity of professionally competent and committed staff and a de-motivated group that is usually on the look out for the first opportunity off: and one that has left training development cadre experiencing quite a high staff turnover in favour of the generalist functions in bureaucracies within centres of socio-economic activities.

While a great deal has been done to enhance the technical competence through a multitude of training of trainers (an activity that has acquired a band-wagon-hobby horse dimension and upon which everyone, even those

without professional training as trainers have jumped) workshops and courses for which certificates and diplomas are offered, not much work has been done to build the required schemes of service, career plans and professional-vocational orientation that can be executed through training the trainer programmes. For a start to this end, the need is for a code of ethics that is equivalent to other professions, for a codified standard; functions and roles that are explicit on the competencies required of each role and functions in a given grade, and for a scheme of service that sees one who joins the training and staff development function at the lowest level travel through to the highest level; and one that allows mobility between the training development programme executing institutional level to training development programmes administration and management level at ministries and organizations within centres of socio-economic activity level; and on to the central guidance and management level at the focal ministry for human resources planning, development and allocation's related divisions; and ultimately directorates of training development at national level.

While some work was initiated on a definitive scheme of service for trainers (1983) at the CIDA/COMSEC Meeting on Training of Trainers for Development Administration, there is no evidence to suggest that at national level follow-up action by those who attended the 1983 COMSEC/ECA organized ASCON-Badagry Workshop has been done in this area. Even when developed countries (USA) and professional groups like the American Society for Training and Development have now defined the standard functions, and the required competencies and even training programmes, 1/ much is yet to be done in Africa in respect of this area. Meanwhile trainers and staff or Employee Development function remains a function that is in search of an identity. It was in this context that the African Association for Training and Development was established in 1983 and contents of pages 16-23 in Instalment 3 of the document earlier on referred to was put forward for reference of those wishing to develop a systematic training of trainers. This would have gone a long way in development of an identy and career scheme for training development personnel.

The laying down of a scheme of service, the prerequisite grades, the within grade tasks, competencies and what needs to be accomplished to move from one grade to another requires envisaging the lowest point of entry and the pre-requisite financial (salary grades) remuneration; and thereafter a progression of grades to the highest point. Given the five decided upon functions and roles, it would appear that such a scheme of service could have the entry point as an instructor-teaching-learning facilitator, followed by career counsellor, training/staff development

1/ The Employee Development Specialist Curriculum Plan: An outline of experiences for Employee Development Specialist, US Civil Service Commission, Bureau of Training, Training Leadership Division, No. 1976

programmes administrator, training/staff development manager and the consultancy grades: the latter of which would be the highest point.

The scheme would have dual tracks; within the executing pre- and in-service training institutions; and the others within ministry centres of socio-economic activity organizations. Given the dual tracks, the scheme should then provide for mobility in between the tracks lateral and vertical.

In this respect, all the training of trainers/staff development officers programmes - if rationally and nationally organized would have developed a deliberate career development plan of training for the entry point; thereafter when one is nearing the top of that grade, initiate the training to this scheme so that it is used to prepare one for initial entry and thereafter training one for progression from one grade to another and through all the grades. A review of all the training of trainers programmes does not indicate there is this deliberate effort to produce the staff development/trainer development plan of training trainers to the scheme; and neither does it indicate that each training the trainer programme is geared to the development of the competencies in anyone grade level; and neither are the subsequent activities geared to the mastery of competence on one to be followed by the next till to the highest grade.

Like teaching in the field of educational practice where one is required to acquire proficiency in the subject to be taught and thereafter professional training in the science, transactional-social interaction and craftsmanship of teaching/training, so should trainers/staff developemnt cadre in training development be required to acquire maximum level of proficiency in a given job content within an organization; coupled with an appreciation of the various other related jobs and their linkage relationship before being identified for service as training/staff development officer; and thereafter under-going the trainers' professional career development programme alluded to above. ECA's experience in this area does not indicate such a consideration despite the importance being attached and lip-service paid to training of trainers. Africa's contribution would be a deliberate consultation and development of such a scheme, and executing the training of trainers programme to that scheme.

As for the pattern and mode of recruitment and deployment some countries (Kenya and Zambia) recruit and deploythe trainers centrally, but with assignment pattern that makes them responsible for training and staff development activities in specified ministries. They remain answerable to the centre. Others have left it to each individual organization to identify and designate one of its own as a trainer/staff development official. Sometimes, the training central guidance programmes management cluster does not know what the secondary level training programmes' administrative clusters are doing; and this adds more to the unco-ordinated approach to training and staff development.

Perhaps what could be instructive and used as a model is the pattern of recruiting and deploying financial officers. Who are centrally recruited and physically posted to the respective - if not - all other ministries by the ministry responsible for financial matters. They are

accountable to the chief executive of that ministry but responsible to the ministry responsible for financial accounting. Similarly therefore, the focal ministry responsible for human resources planning, development and utilization could evolve a scheme of service, recruit and physically deploy/post in other ministries including itself. Deployed that way, the staff would remain accountable to the chief executive of that ministry but responsible to the focal ministry.

(f) Communication, Reporting and Accountability Linkages:

Given the many units, individuals, centres and sources of interest in, and the many levels of training development management, administration and execution of training development has to be seen to operate in a systems manner so that the end is set appriori and every one operates with their interests geared to that end. For this to be achieved, the need for linkages - communication, reporting and accounting linkage relationships is a must

The pattern of such linkages is both top-bottom, bottom up and lateral as it is formal and informal. From the bottom should come prevailing training development operational problems and successes, needs, the anticipated constraints and proposed measures for dealing with the situation, accountability reports at least one annually and if need be policy elements. Also from bottom should come the intended interpretations of policy, by way of plans and action envisaged in training development. Top to bottom would be delegated responsibility and control points or schedules, released resources enunciated policies and guidelines for the interpretation and execution of the related policy.

Laterally should flow experiences and crossreferences of mutual interests and needs that can be shared for joint effort and approach. For training development purposes, such communication linkages serve as carriers of training policy's, and its major provisions and elements: it also carries targets and standards of performance planned and approved training development plans - short and long range, common cadre/executive/technical staff career plans, delegated responsibility and authority where necessary. Guidelines and schedules of conducting training needs surveys, formulation of training plans, and indeed manuals etc. are common users of such linkages. Bottom up should normally flow the identified needs, proposed programme activities, the training and staff development plans; and most important, the required budgetary requirements of material, financial staff and time resources; sometimes, required and proposed policy reviews.

The linkages, what they facilitate and convey is vital, more so when what is conveyed originates from and is about sectoral human resources development plans whose sectors and socio-economic areas are so interconnected that they cannot be treated in isolation. A flaw in the linkages will keep the central guidance management cluster, the administrative and executing groups apart out of touch: in which regard it prevents them from becoming aware of their common interests.

This may explain why training has been made "a servant of many masters" to the extent that what one does, the other one is unaware with many training programmes becoming irrelevant in the sense that there is no systematic way of determining performance discrepancies. Even when such discrepancies have been identified in the world of work, they are hardly communicated to or sought by those who design and execute training programmes. Moreover, the training function continues to operate in isolation of the manpower planning and labour management functions. Staff career development and succession plans remain unknown to the extent that training has not played the vital role it should play in their execution.

With the aforementioned in play, training has been incoherent with most programmes being incomplementary. What one gets in one programme at a lower level can hardly be regarded as a build up for the next stage in one's career plan execution; and neither can the path via pre- and in-service or on the job training be regarded as an alternative route for executive developemnt all because the necessary linkages are yet to be and have not been established.

(a) Funding

Long recognized as an indispensable aspect of corporate and national development strategy in the origination of new knowledge and attainment proficiency in the transfer and adaptation of technology, the foundation (vocational and technical education) training and staff development is now like a pariah in the corridors of donor agencies. Arguing and rightly too, that it is better done by those who consume the related human resources, they have gone on to discourage any further investments in the trainability development effort is vocationalizing the regular secondary school curricular.

Expensive as it is, training and staff development can no longer rely on subventions of the treasury; and neither can African Governments afford the expenses involved in the purchase of equipment, of simultation instruments and modules, of precision instruments required for training etc. or equip the required laboratories for the training and development of the high flown R & D and management personnel that is required for the African take off as envisaged in UN-PAARED. The situation is made worse when one notes that training and staff development is yet to develop as a culture in African Public Corporations - aside from the same ones such as the posts and telecommunications and electricity corporations. It is yet to be undertaken by trans-or multi-national corporations to the scale it is done in the countries of their origin. This being the case, the call (by the World Bank) to pass training to human resources consumer centres of socio-economic activity is but to sound the death of any systematic and sustained training development effort. Perhaps, the best that can be done is to invoke the tripartite principle in mobilizing resources for the training development function.

Given the situation, African Governmens may need to invoke their regulatory functions, whereby through policy measures they should look into alternative ways of mobilizing the financial and material resources from the human resources consumers' who till now have been unwilling to take action.

One such a measure that is in force and known to work (in Nigeria and Kenya) is the Industrial Training Levy. Paid into a central fund, by consumers of human resources, the consumers are refunded a sizable percentage when they certify that they did train; and when they do not, they forefeit their money. In addition to the sum refunded, a percentage is often retained for the development and equipping of the training infrastructure.

A second alternative is one where any corporation employing a non-national has to be surcharged a given sum to the extent that that surcharge remains in force for as long as the expatriate remains employed. In this respect the money so collected should go to a central pool of the training fund if not applied towards the training of a national counterparts.

A third alternative is where some countries operate a system in which funds certified to have been used for approved training and staff developemnt programmes are deductable from the corporations tax liability.

While the above arrangements might serve as an inducement, they also serve an arm twisting function: and should therefore be accompanied by related penalties to be applied for those who default. This is because experience has shown that some corporations or industries - the hotels and catering often pass the related levy costs to consumers of their service; and that being the case, the related levy, rather than serve as an inducement to their staff training, is seen as one of those other taxes that the industry has to pay if not avoid.

Besides attempts to introduce measures for cost sharing between governments, industry and other consumers of human resources and individuals, through training levies, surcharge arrangements and tax rebates on costs related to training, and other arrangements related to indirect cost sharing between the industry and employees have been put in place. This implys industry having to forego certain production service rendering time, while the individual foregoes part of his/her leisure time in favour of training. It is in this context that for certain sandwitch programmes, employers have had to forego say half an hour at the tail end of work-scheduled to end at luch time, while the employee might forefeit half an hour of his lunch hour thus give him one hour of sandwitch training event. The same goes for week-end and vaction period training activities.

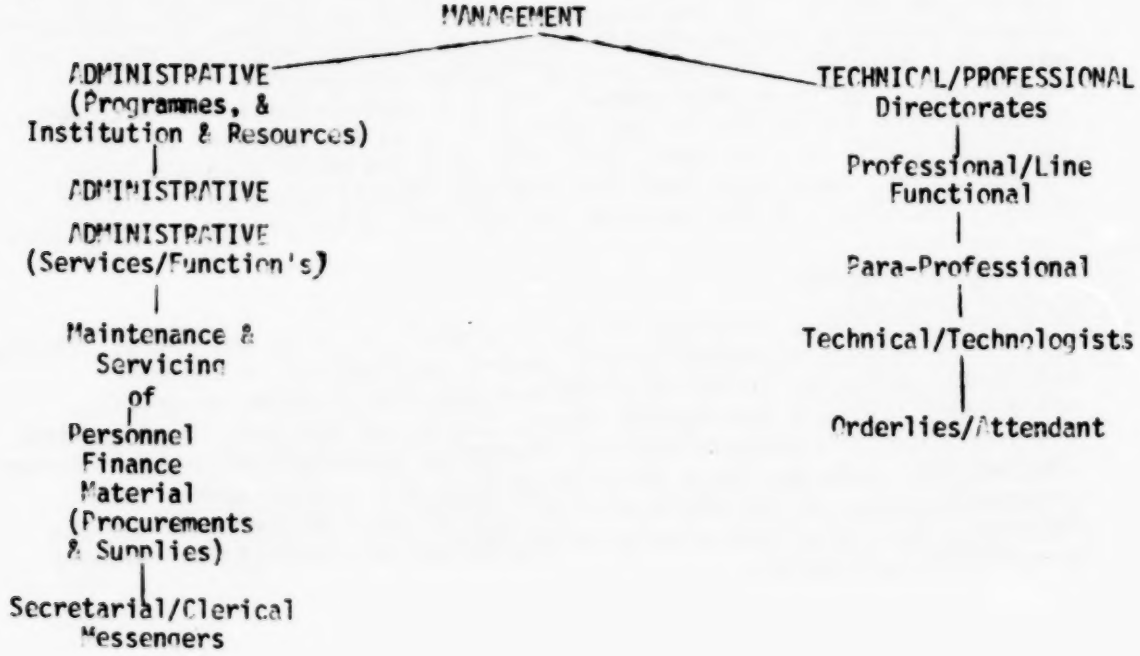
(h) Training Programmes

If there is any area in which Africa is soaked, it is in this area. Whether they be programmes organized by government institutions, technical assistance agencies, or national and overseas institutions or private consultancy training development firms, Africa has not been found wanting. They have been so numerous that one government institutional head observed some are not worth the paper they are written on. As the number of programmes grows, so has the number of certificates offered - mostly of attendance and paricipation grown to the extent of precipitating a paper or certificates syndrome.

The problem in this respect is the lack of a mechanism for reviewing and ensuring that the programmes are valid, properly delivered and have an impact on performance at work places; and for a central testing and certifying institutions. Left to training officers, some of whom have no professional orientation, the users of such programmes stand being taken for a ride. The issue has been complicated by the tendency just to participate as a basis for justifying a refund under the industrial training levy scheme; and on the other hand, it is possible that some training officers have agreed to participate in a given private firm's training programme because of what could be in it for them.

With the lack of any known scheduled; and of a sequenced training needs survey and identification, one is hard pressed to determine the extent to which the multitude of such programmes have been responsive to any specified need. What is true then is that some of the programmes have degenerated into standard bookshelf or diploma course programmes: hence the increasing move by national pre- and in-service training institutions to have relations with their parent government agencies ministries, shy away from ad hoc tailor made programmes that are responsive to a specified performance discrepancy and made more general diploma and even degree programmes.

The above-mentioned is not to say that a variety of training programmes are not needed. They are needed in the sense that different centres of socio-economic activity required a variety of human resources, both in their knowledge intensive work and also in their mannual (muscle) or physical efforts' intensive work: this is not to overlook the emotion or attitude loaded intensive work situation. For training programmes development, such resources that constitute the focus of training development were discussed earlier on, and the respective cadres for development of these resources include the following:



The above-mentioned grouping implies that there should be:

(a) A related human resources development and maintenance programme for each of the above-mentioned groups; only for facilitating the initial acquisition of the related skills, but also for mainten nce of the attained level of proficiency;

(b) Either programmes for facilitating progression from one level to the next (career and scheme of service execution programme) to the next level;

(c) Other programmes are required for facilitating the conversion from: Technical professional functions to administrative functions; and from Administrative to managerial functions; and from Top-level professional functions and vice versa where applicable in all respects;

(d) The aforementioned programmes are preceded by:

(i) induction/orientation programmes

(ii) pre-service training

(e) Ideally, the programmes should be able to assess and identify one from the labour (physical-mental welbeing and manual work) intensive pool; thereafter develop him through and towards knowledge, skill and technology intensive levels; even to the management-entrepreneurial intensive levels: this will enables one to, and facilitating ones, rise through rank and file to the top.

(f) Along with the programmes indicated above, there is need for a common programme focussing on human relations training, the nature and management of change and protection of and looking after human "resources" i.e. addictions - preventive as against curative therapy groups.

To ensure adequate coverage and responsiveness to specified needs, and to ensure that no employee feels left out, there normally exists advisory committees, boards or councils for each of the cadres and occupational groups. While such advisory clusters are not many in respect of the management/administrative line, they are quite many in respect of the professional/technical occupational groups: especially in the production industries; and where an industrial training levy operates (Nigeria, Kenya, etc.). Such councils and/or committees are advisory in the sense that they advise the ministerial or specific human resources development administrative clusters of training/staff development officers and the respective ministry/enterprises' chief executives or human resources deployment and productive utilizations' accounting officers. Such committees are constituted of representative of the management related unions, professionals or technocrat from a specific professions etc. The training officer of the related ministry and/or enterprise often serves as a secretary to the committee. In addition to advising the training programme administrative management guidance clusters, the committees/boards also advise their respective training programmes' executing training institutions or centres on the nature and scope for required programmes gaps in existing ones; and the rationale for each of the programmes. In some cases for

example, under the industrial training levy schemes, the committees/ councils/ boards, manage the related occupational groups' training fund alloted to it.

In a way, the lack of complementarity, coherence and uncontrolled emergence of training programmes arises from the lack of such advisory councils, boards and committees in the related occupational fields. Most hit of these is the clerical/supervisory and middle level administrative/executive development areas. While some countries - Zambia Tanzania, Nigeria etc. have, with the assistance of ILO, developed respectively management advisory boards and councils, such boards/councils as have been established often find themselves in conflict and sometimes in competition with management or administrative training/development institutions due to the former also taking on a training programme executing function.

One would have thought that, in addition to advising the training institutions on the nature, scope and gaps in the training programmes, the board/councils would regard the institutions as their training programmes executing arm, thereby confine themselves to setting, monitoring or moderating adherence to standards; and if need be participate in setting examinations; certify and accredit for professional practice.

In order to minimize the uncontrolled certificates awards syndrome, enhance the meaning and value of such certificates for the purpose in career development, merit systems' administration in personnel management, the certification whether for participation, attendance or meritorious performance, the Boards/Councils or Committees should issue guidelines on criteria for awards of given certificates.

(i) Training Institutions

As training development executing agencies - or a logical follow-up to specialized needs of each occupational group, each industry or user of human resources, there is an arrangement for the appropriate training institutions which, for the purpose of this report, take on executing functions as against the management and administrative functions served by training departments/sections etc. in Training Development's Central Guidance Ministries. Like the training programmes, training institutions' building is an area that African record is as appreciated as it is impressive. Virtually every field of human resources' user requirements has a training institution. Whether for "physical" human resources' development, or for the various areas of knowledge, skills and technology, margament and administration; and even workers work resources development colleges, or social/community development centres that respond to the basic needs satisfaction and achievement motivation drive resources. All together physical-sociological dimension of human resource is seen to be saturated with the emergence of psycological services institutions.

Despite the developments, the respective institutions have tended to duplicate each others efforts; there is not complenetarity among and between the programmes of various institutions, neither is there a deliberate effort to arrange the programmes in an incremental hierarchical order

such that when one completes a training at one level in a given institution, one can go to a higher level programme in a higher institution. Taking for example in Kenya, where Kenya Institute of Administration (KIA) could easily be regarded as a higher level training institution in relation to the Maseno or Mombasa Institutions in supervisory - Administrative/ Executive and Management Development Programme; and that a criteria for partaking of the KIA's programmes could easily be a successful completion of the Maseno or Mombasa Government Training Institutions Programmes.

Similarly, taking the Eastern and Southern African countries' national arrangements like those referred in the preceding paragraph, attendance of programmes at their Eastern and Southern African Management Institutes, should be after the completion and experiential application of porgrammes of their respective KIA type of institutions. As in Kenya, having started ones career and entry into the supervisory administrative-management development functions by starting training in the Maseno or Mombasa type of institutions, one should be able to progress through the related scheme of service; and on to KIA type/level of institution. Then as one moves upwards to top level management coupled with the completion of the KIA type of institutions programme, one should move to the then East Africn staff type of programme or to ESAMI in preparation for assuming the top level management functions. This programme is yet to be developed.

One might then take the ESAMI type of institution, and have for example, related Management Development Graduate School in view, prepare parctitioners for entry into university other completion of ESAMI type of programme, added practical experience. This way ESAMI type of institutions would besides being the highest co-operative arrangement institution in training management practitioners, it would also be the highest point for preparing for and converting experienced practitioners who have successfully completed ESAMI's programmes into academics and vice-versa.

The same could be said of institutional arrangements, complementarity, etc. in relation to other areas such as medical, education, agriculture, and indeed technical/technological fields of practice.

(j) Certification and Accreditation

Just as hierarchical arrangement and successive level programmes and related institutions complementarity is called for, so is the need for national and sub regional level institutional and the related advisory boards and councils co-ordination in the award of respective levels certificates, diplomas and degrees called for.

As proliferation of certificates - be they of attendance, participation or of merit arising from performance on a given examinations increases, so is the value attached to them on the increase. And because the holders of such certificates often use them as an attestation of their claim to promotion or move from one grade to another within their related job groups' scheme of service, the need for rationalization, co-ordination and for regulated control of their award is urgent. If anything to: (i) minimize the expectations and frustration arising from the prevalent

paper-qualification and certificates syndrome (PQCS) and (ii) arres the growing tendency to buy or take such papers even if one has not undergone a completed and related programmes.

The rationalization and regulated control would require the following:

1. The issuance of such certificates or diplomas from one central certification and accreditation institutions: the institution of which would have: (i) set or organized and/or moderated the setting and marking of the related exams and tests: (ii) reviewed, certified and approved the related training programme content; (iii) inspected, certified, accredited or approved the respective training institution or firm (if a private training development consultancy firm).

2. The establishment of professional certification and accreditation "membership" institutes whose responsibilities would in addition to the functions performed by such professional institutions, would perform the aforementioned functions.

While such bodies are already in existence to cater for areas such as accountancy there is a need for one to cater for: (i) supervisory - administration - management development training, and (ii) all other areas such as in medical, agriculture, technical/technologies etc. where training development programmes and institutions exist.

VI. Conclusion

The path along which those dedicated to the improvement of the training and staff development function had been laid as far back as and soon after most member States became independent. A consolidation of the various paths picked momentum with the incention of technical assistance activities and the involvement of ECA which was to form the reference point for sustained effort; and the establishment of the conference of ministers responsible for human resources planning development and utilization.

At this point, the path was brought into bolder relief by the Lagos Plan of Action and the Final Act of Lagos and the subsequent adoption of projects that served as a framework for operationalizing the policy and programme elements in LPA/FAL. These not only called for a formulation and enunciation of definitive training policies, but also the reconstitution of training programmes' management - national, administrative - key sectoral and sectoral and executive institutional machineries: the level of which, it was enjoyned should have an advisory committee.

The Lagos Plan of Action and the Final Act of Lagos urged the training and development of committed and career oriented training/staff development personnel who, in manning the aforementioned machinery would approach their functions in a systems' manner. To that end a variety of training of trainer, training programmes management machinery development, and indeed training professionalism development undertaken. However, the effort to streamline training and staff developemnt effort has been beclouded by conceptual issues relative to: (i) the relationship between human resources development as

against human development, (ii) the nature and scope of human resources i.e. knowledge skills, technology as against the hitherto marginalized ones: (iii) the scope of and dimensions in programmes for human and their related resources development. This report has addressed itself of all these in order to establish the focus and diversity of training development effort.

In its analysis, the paper determined that human development on the one hand, human resources, and their development were as inextricable and mutually reinforcing. It consequently made cases for an integrated approach in their development. The paper has identified physical and mental wellbeing, basic needs satisfaction and achievement motivation drive, disciplined application of work, knowledge skills and technology and management, the fulcrum of human resources, and therefore the focus of human and training development. It was argued that even though these are innate, it is the function of training to identify, develop and nurture, put them in a state of applicability, and thereby ensure their protection from impairment. A framework matrix for these resources, the related programmes for each of the processes was then developed, thus highlighting the mutual reinforcement and inextricability of the resources, the related programmes, and the complexity of the training development function.

An examination of changes along this path of development was undertaken among them was the acceptance of the human (social end) dimension as part and parcel of the human resources (instrumental) dimension, the acknowledgement that human resources was not exclusive to the knowledge, skills and technology but included the physical, psychological, disciplined application to work and managerial dimensions and that the development of these was not exclusive to education and training, but was inclusive of other programmes among which are population, maternal and child health care, water, housing, employment.

In the delivery of the aforementioned programmes, another change towards enforcing a trilogy principle of categorizing instructional objectives into cognitive, affective and psychomotor curriculum elements, of ensuring a balance between academic work and practical-vocation-technical education orientation, and ensuring an interface between training institutional and world of work experiences: the balance of which it was argued had to run through the education and training system: to the extent that it should be possible to start as primary, go on to secondary and thereafter to university on a psychomotor vocational/technical skills ticket.

The complete situation that emerged called for a hierarchy institutional framework: among which training policy was paramount. Others included curriculum mix, organizational framework, data, staffing, funding, training programmes and executing institutions complementarity at various levels, and certification.

With each of the aforementioned, initiatives were reviewed and problems identified. What emerged is that the effort has been far from what was expected both in sustenance of effort, quality and indeed commitment as training development tends to be the victim of financial cuts in the wake of economic/financial crises: hence its sporadic nature. One does not need to go too far for the results: the under developed nature of human resource, the subsequent dependency syndrome, and indeed the economic collapse, the human resources

quality degradation crisis which have in a way exposed the weaknesses of the training development function.

If human resources, and in particular, training development policies and related programmes anticipate and prevent social-economic disequilibrium, the same should be put in place to prevent human resources disequilibrium and distruction arising from famine and malnutrition; and to some extent the rising phenomena of drug addiction; and if they anticipate situation and put in advance, measures to minimize the severity, recurrence or frequency, then they need to be put in place sooner as regards training development.

Policy Options and Recommendations:

In the light of the importance of training and staff development in human resources quality enhancement and economic recovery a number of policy options are called for, namely:

1. The integration of: (i) all the human resources into one coherent system; (ii) all the programmes for enhancing the quality of the resources into one, to ensure their complementary and enforce to coherence of the human resources; (iii) training and staff development with the manpower planning, deployment and utilization audit subsystems; (iv) the practical and theoretical aspects, as with; (v) the institutions' constructional experiences with that of the world of work.

2. The reinforcement of the integration and with training development policy measures whose major elements embody the abovementioned in addition to:

   (a) requirement for training and staff development to be regarded as a line management function.

   (b) setting up an institutional machinery whose focal point is at the Training Development Division of the Ministry of Manpower, the Division of whose training programmes' administrative functions are devolved at: (i) Key sectoral ministries: each of which is responsible for training in the public service (Ministry of Public Service) in public corporation, (Ministry of Commerce and Industry) in private sector -(Ministry of Labour), in Rural-Urban-Informal sector -(Ministry of Local Government; (ii) each of the ministry or industries production, commercial transactions and service rendering human resources consumption organisations.

   (c) setting up training development advisory council/committee system of each of the abovementioned levels.

   (d) establishing a hierarchy training institutions to cater for each of the specialized needs of each of the organizations or ministries as the executing organs for training and staff development requirements of each of human resources consumption employing organs.

(e) establishing an Examining Certification Agency to set, monitor and test for adherence to standards and certify for professional standards;

(f) establish a training and staff development cadre, with an attractive scheme of service, career plans, and a training programme for their professional development;

(g) set up an alternative funding system consolidated in a training fund: and a scheme of levies, etc.;

(h) set up a viable training information system coupled an effective communication and linkage relations between and among all the organs and referred to above.

3. As training development is based on a tripartite principle, the policy option and machineries proposed above, should reinforce this with the requirements for representation on the advisory committee to incorporate individuals and their various employers the government and training institutions.